

NATIONAL DEFENSE UNIVERSITY

NATIONAL WAR COLLEGE

**MEETING THE NEEDS OF THE NATION:  
AN EXAMINATION OF THE NATIONAL GUARD ROLE AND MISSION  
IN  
HOMELAND SECURITY**

KELLY TIMMONS  
5605  
DOING NATIONAL MILITARY STRATEGY  
SEMINAR G

PROFESSOR  
COL JAMES HARRIS

ADVISOR  
COL EUGENE H. POWELL

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## EXECUTIVE SUMMARY

Since September 11, 2001, Homeland Security is clearly a national priority. Over 40 government agencies have Homeland Security responsibilities.<sup>1</sup> There is considerable debate over the roles and missions of each agency and how best to provide Homeland Security. Additionally, a number of studies have identified shortfalls in Homeland Security in several key areas. This paper uses a matrix of roles and targets to determine the best fit for the National Guard in the far-reaching Homeland Security mission. After reviewing the roles and targets, this paper concludes that the National Guard needs to be involved in Homeland Security in a number of key areas.

This paper examines the strengths and uniqueness of the National Guard and concludes that the National Guard is positioned to provide exceptional support to the nation in a number of Homeland Security roles including both domestic civil support and consequence management. These roles neatly match the broad range of National Guard skills and the National Guard's unique surge capability.

Currently, the National Guard should expand its involvement in current roles and take on new roles. The National Guard is broadly used in the Domestic Civil Support role. This should continue and be expanded to include support to domestic law enforcement anti-terrorism efforts similar to the National Guard assistance to the Drug Enforcement Agency in its "War on Drugs."

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<sup>1</sup>National Journal, October 20, 2001.

Under this role many state have formed interstate agreements of mutual support to “reinforce their own emergency responders with assets from other jurisdictions.”<sup>2</sup> The largest agreement, the Emergency Management Assistance Compact (EMAC), should be refined and expanded to include all states, territories, and the District of Columbia.<sup>3</sup>

Additionally, the National Guard is perfectly suited to assume the lead in training first responders in chemical, biological, radiological and nuclear (CBRN) operations and decontamination. Proactive preparation and training are key links in consequence management of Homeland Security. The National Guard would provide standardized training and become a “National Inspection and Certification” arm of FEMA for CBRN.

Another proactive step in Homeland Security is to ensure a comprehensive and redundant communication system exists to provide rapid links between Homeland Security actors, including health care professionals because they will likely be the first to identify a biological incident. The National Guard already operates in and communicates directly with 3400 US communities and has extensive communication expertise. Its organizational structure, institutional processes, and experience with critical communications and coordinating large numbers of users effectively make it a smart fit for this mission.

The National Guard’s surge capability must be used proactively to prepare for mass casualty disasters. The National Guard needs to provide a large number of additional medical personnel for emergencies.

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<sup>2</sup> Bruce M. Lawlor, Major General, Commander, Joint Task Force Civil Support, “Military Support of Civil Authorities A New Focus for a New Millennium,” [www.homelandsecurity.org](http://www.homelandsecurity.org), October 2000 (Updated September 2001), p. 6.

<sup>3</sup> Ibid.

Information Security is also a significant Homeland Security need. The National Guard should use its extensive cyber technology expertise to assist the Department of Commerce in securing America's information and communications infrastructure. The uniqueness of the National Guard part-time employee allows information professionals to understand both sides of the issues and act as catalysts for solutions. One method is to establish cyber "Red Teams" to inspect and evaluate cyber security throughout critical US infrastructures. Additionally, the National Guard should create a "Cyber Oversight Panel" to help bridge the gap between public and private information infrastructure security.

This paper concludes that the National Guard needs to be intimately involved in the development of the Homeland Security mission. This can and should be done on many levels, from coordination, liaison, and information sharing with federal agencies, to providing standardized CBRN training, to developing communication networks, to anti-terrorism activities with the FBI, to information infrastructure security. The Homeland Security "common thread" needs to be the National Guard.

## HOMELAND SECURITY:

### AN EXAMINATION OF THE NATIONAL GUARD ROLE AND MISSION

The National Guard has a long history of defending America's homeland. The first militia was formed in the Massachusetts Bay colony nearly two generations before our founding fathers formed "a more perfect union." Today, few, if any, military missions in the US and abroad can be completed without guard or reserve forces. America's Total Force policy, begun out of fiscal need in the 1970s, completely integrated the militaries' active, guard, and reserve forces. Total Force has proven to be both cost and mission effective. However, the terrorist attacks of September 11, 2001 highlighted America's homeland vulnerabilities and added considerable emphasis on security at home. Significantly, this has focused attention on the National Guard's role, mission, and the appropriateness of the Total Force concept.

Homeland Security is a political, emotional, economic, and military matter of national security strategy. This analysis uses the extensive body of research available in a series of matrixes to examine each role and focus on specific known shortfalls in target sectors where the National Guard can expand a current mission or take on a new one. These nationally recognized research sources form a solid, stable, and well accepted foundation on which to base my examination.

Even before September 11, 2001, Homeland Security was a critical concern of many US government panels, commissions and American academics. Study after study has noted the US homeland vulnerabilities due to shortfalls in communications, information sharing, medical surge capacity, and information infrastructure security.

This paper is a logical step-by-step analysis of the National Guard Homeland Security responsibilities. First, we will examine the National Guard and its strengths and capabilities. Second, we define Homeland Security, the roles within it, and the critical homeland targets. Then we will match National Guard capabilities and competencies to these roles and targets to address known shortfalls, providing substantive recommendations for defining the Homeland Security roles for the National Guard.

## CHAPTER 1: NATIONAL GUARD PRIMER

### WHAT IS THE NATIONAL GUARD?

The National Guard consists of 458,000 Americans trained and equipped to perform as required by the federal authorities or one of the 50 states, three territories, and the District of Columbia. The National Guard is divided into an Army and Air Force component. The Army National Guard (ARNG) consists of 350,000 soldiers. About 87 percent of these soldiers are part-time National Guard employees. The Air National Guard (ANG) has 108,000 members of which 70 percent are part-time employees.

The National Guard has both a state and a federal mission. Its state mission is to “provide trained and disciplined forces for domestic emergencies or as otherwise required by state laws.” Its federal mission is to “maintain properly trained and equipped units available for prompt mobilization for war, national emergencies, or as otherwise needed.”<sup>4</sup> Figure 1 shows the organization and command structure for both missions.<sup>5</sup>

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<sup>4</sup> Army National Guard briefing, “Protecting Your World”, [www.ARNG.ARMY.MIL](http://www.ARNG.ARMY.MIL), and National Guard Fact Sheet, Air National Guard, [www.ngb.dtic.mil](http://www.ngb.dtic.mil).

<sup>5</sup> Ibid.



## **National Guard**

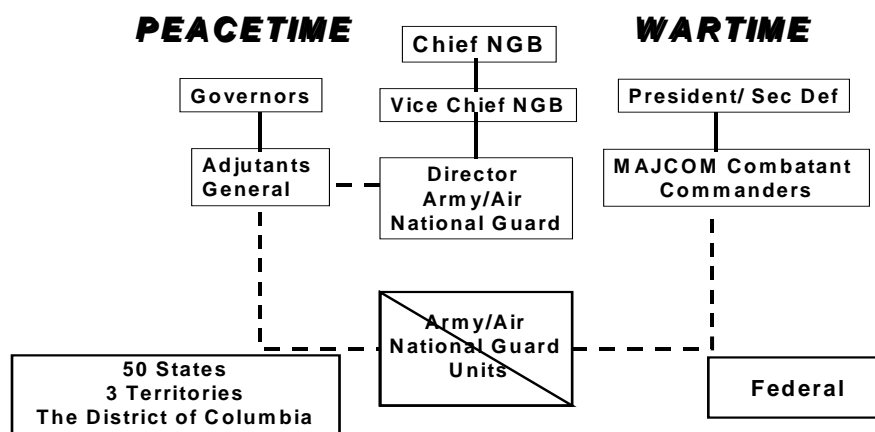


Figure 1

The National Guard fills a variety of roles in the state mission. In 1999 local governments requested emergency support through their state governments 267 times.<sup>6</sup> The ARNG provided 261,276 man-days to meet these needs. Services included security, electrical power, heat, water, transportation, food, shelter and emergency engineering support for natural disasters.<sup>7</sup> The National Guard is also the military arm in “the war on drugs,” providing over 411,000 man-days in support of local law enforcement and the Drug Enforcement Agency.<sup>8</sup> The Posse Comitatus Act, created in response to military abuses of law enforcement powers, limits the law enforcement activities of federal troops, but it does not apply to National Guard troops under state control.<sup>9</sup>

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<sup>6</sup> Army National Guard Fact Sheet.

<sup>7</sup> Ibid.

<sup>8</sup> Ibid.

<sup>9</sup> For additional information on the Posse Comitatus Act see, Paul Schott Stevens, “U.S. Armed Forces and Homeland Defense: The Legal Framework,” CSIS, Washington, DC, October 2001.pp. 22-27.

The National Guard fully supports the federal mission on a daily basis. In fiscal year 2000, the ARNG deployed 27,385 soldiers to 64 countries, accruing almost one million man-days in overseas federal missions.<sup>10</sup> The ANG is a full partner in the Air Force Air Expeditionary Force (AEF), which supports ongoing worldwide operations on a rotational basis. ANG units are sequenced and deployed alongside active duty units in a seamless fulfillment of the federal mission. The ANG, in fact, holds a large portion of Air Force assets to support the active duty mission. These include 100 percent of air defense interceptors, 64 percent of air traffic control, 49 percent of tactical airlift, 45 percent of KC- 135 air refueling tankers, and 32 percent of general-purpose fighters.<sup>11</sup>

The National Guard also provides forces to fulfill day-to-day missions in the homeland. Examples of this are the National Guard Air Defense mission and the number of training units the National Guard operates. The National Guard maintains training facilities to include military training ranges, Combat Readiness Training Centers, Technical Training Centers, and Professional Military Education Centers.<sup>12</sup> The National Guard training mission has expanded in recent history to include five ANG wings responsible for training active, guard and reserve aircrew in the F-15, F-16, and C-130.<sup>13</sup>

## NATIONAL GUARD STRENGTHS

One of the National Guard's strengths is its diversity, both geographically and through its member's wide variety of skills. The Guard has units in every state of the union, three territories

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<sup>10</sup> Army National Guard briefing, p. 11.

<sup>11</sup> Air National Guard Fact Sheet, [www.ngb.dtic.mil](http://www.ngb.dtic.mil).

<sup>12</sup> 2000 National Guard Almanac, Uniformed Services Almanac, Falls Church, VA., 2000, pp. 168-170.

<sup>13</sup> Author's experience as Chief, ANG Flying training Branch, 1998-1999.

and the District of Columbia. It resides in over 3400 communities across the country. It has trained personnel in almost every career field. It crosses all walks of life from airline pilots to beer distributors; doctors to plumbers. The part-time member's careers, outside the National Guard, bring the guard a wealth of knowledge, experience, and diversity. It is the link between hometown America and its military.

A second strength is the capability to surge to meet a crisis. As noted previously, less than 30 percent of the National Guard members are full-time military employees. The guard provides a pool of nearly 380,000 trained and disciplined soldiers and airmen that can be mobilized and deployed on short notice.

Residing in America's communities, the National Guard units enjoy positive relationships and close coordination with state and local authorities. Tied to this strength is the ability of state controlled guardsmen to assist law enforcement. This allows the National Guard to be used where federal troops could not. One such example is "the war on drugs."

A powerful strength that enhances National Guard capabilities is its experience. Over 50 percent of National Guard recruits have prior active duty military experience. While the active duty requires many members to retire at 20 years of service, it is not uncommon for National Guard members to work until their 55<sup>th</sup> birthday, well exceeding 20 years of service.

Lastly, the National Guard is established and well organized with clear authority, chains of command, institutional processes, and regulations. It is a disciplined force that can take on virtually any task assigned.

## CHAPTER 2 DEFINING THE ROLES AND TARGETS IN HOMELAND SECURITY

### BACKGROUND

Homeland Security has been extensively studied both before and after the tragic events of 11 September 2001. At least three governmental commissions examined the problem and presented their recommendations to the federal government between 1997 and 2001. I have relied heavily on the substantial work completed by the Advisory Panel to Assess Domestic Response Capabilities for Terrorism Involving Weapons of Mass Destruction (also known as the Gilmore Panel, for the Chairman, Governor James S. Gilmore, III, R. VA.); The U.S. Commission on National Security in the 21<sup>st</sup> Century (also known as the Hart-Rudman Commission, for the Co-chairs, former Senators Gary Hart and Warren Rudman); and The Clinton Administration's Policy on Critical Infrastructure Protection: Presidential Decision Directive 63 (PDD 63). Other sources include Joint Chiefs of Staff publications; Department of Defense studies and reports; and articles and studies by leading "think tanks" and academic bodies (Anser Institute for Homeland Defense, Center for Strategic and International Studies (CSIS), National Defense University (NDU), and Harvard University).

These nationally recognized research sources form a solid, stable, and well accepted foundation on which to base my examination. My goal is not to "reinvent the wheel" but use accepted terminology and definitions to move from the theory of Homeland Security to practical application for the National Guard. I will use matrixes to step through the analysis.

The first matrix, "Homeland Security Responsibilities," has Homeland Security roles according to the Joint Chiefs of Staff (JCS) across the horizontal axis. These are: 1) Domestic

civil support; 2) Consequence management; 3) Preparation; 4) Prevention; 5) Defense against; 6) Crisis management; 7) Response; 8) Deterrence; and 9) Preemption.<sup>14</sup>

Down the left side of the matrix are the Critical Homeland Targets as discussed in PDD 63: 1) Emergency services infrastructure; 2) Transportation infrastructure; 3) Information and communications infrastructure; 4) Government services infrastructure; 5) Oil and gas production and storage infrastructure; 6) Electric power infrastructure; 7) Water supply infrastructure; and 8) Banking and finance infrastructure.<sup>15</sup>

#### HOMELAND SECURITY RESPONSIBILITIES (MATRIX 1)

<b>ROLES</b>	<b>Domestic Civil Support</b>	<b>Consequence Mgt</b>	<b>Prepare</b>	<b>Prevent</b>	<b>Defend Against</b>	<b>Crisis Mgt</b>	<b>Response</b>	<b>Deter</b>	<b>Preempt</b>
<b>TARGETS</b>									
<b>Emergency Services (FEMA, FBI, HHS)</b>									
<b>Transportation (DOT)</b>									
<b>Information and Communication (DOC)</b>									
<b>Gov't Services (FEMA)</b>									
<b>Oil and Gas (DOE)</b>									
<b>Electric Power (DOE)</b>									
<b>Water Supply (EPA)</b>									

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<sup>14</sup> CJCS Memorandum, 7 March 2002, Enclosure, 10. c. (1).

<sup>15</sup> The Clinton Administration's Policy on Critical Infrastructure Protection: Presidential Decision Directive 63, 22 May 1998, p.6.

I will use the matrixes to answer two questions regarding each role and critical target:

1. Does the National Guard have an applicable Homeland Security role?
2. If yes, should the National Guard expand a current mission or take on a new mission to strengthen Homeland Security?

## DEFINING THE ROLES AND TARGET SECTORS

Before beginning this analysis it is critical to define the terms commonly associated with Homeland Security. The JCS defines Homeland Security as:

The preparation for, prevention of, deterrence of, preemption of, defense against, and response to threats and aggression directed towards US territory, sovereignty, domestic population, and infrastructure; as well as crisis management, consequence management, and other domestic civil support.<sup>16</sup>

This definition is very similar to the ANSER Institute for Homeland Security's strategic framework for Homeland Security, which links similar concepts together in interacting and supporting roles, see Figure 2 below. Testifying before congress, Randy Larsen, head of ANSER's Institute of Homeland Security, said, "It is imperative that we think of Homeland Security as an integrated cycle instead of as a set of discrete, unrelated missions."<sup>17</sup> As I examine related definitions in Homeland Security this relationship will become clearer.

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<sup>16</sup> CJCS Memorandum.

<sup>17</sup> Randall J. Larsen, Prepared Statement for House Committee on Government Reform, Subcommittee on National Security, Veterans Affairs, and International Relations, ANSER Institute for Homeland Security, 12 March 2002, p. 3.

## ANSER Homeland Security Framework

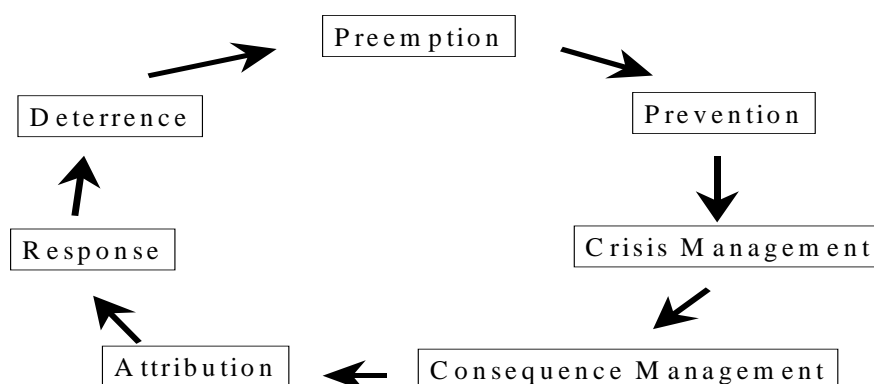


Figure 2

Table 1 lists and defines the CJCS Homeland Security Roles that form the horizontal axis of my matrix. Of particular note is the fundamental difference between “crisis” and “consequence” management. Crisis management refers primarily to the investigation and law enforcement aspects of an event, therefore the FBI has been assigned lead agency tasks. Consequence management includes public health, essential services, and emergency relief. By law the primary authority for consequence management is the States.<sup>18</sup> The Federal Emergency Management Agency (FEMA) is the lead federal agency. Additionally, the JCS broad definition of Civil Support includes Department of Defense support to civil authorities for domestic emergencies and law enforcement.<sup>19</sup>

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<sup>18</sup> US Policy on Counter Terrorism, Presidential Decision Directive 39, unclassified synopsis, [www.ojp.usdoj.gov/odp/docs/pdd39](http://www.ojp.usdoj.gov/odp/docs/pdd39), 21 June 1995.

<sup>19</sup> CJCS Memorandum.

HOMELAND SECURITY ROLES (TABLE 1)

TERM	DEFINITION	SOURCE
<b>Civil Support</b>	Department of Defense support to US civil authorities for domestic emergencies, and for designated law enforcement and other activities <sup>20</sup>	JCS
<b>Consequence management</b>  <i>Lead Agency FEMA</i>	Consequence Management includes measures to protect public health and safety, restore essential government services, and provide emergency relief to governments, businesses, and individuals affected by the consequences of terrorism. The laws of the United States assign primary authority to the States to respond to the consequences of terrorism; the Federal Government provides assistance as required. <sup>21</sup>	PDD 39  Exec Order 13228 <sup>22</sup>
<b>Preparation</b>	The state of being made ready beforehand; readiness. <sup>23</sup>	American Heritage Dictionary
<b>Prevention</b>	The security procedures undertaken by the public and private sector in order to discourage terrorist attacks. <sup>24</sup>	DOD Dictionary
<b>Defend/Defense</b>	To protect from danger, attack, or harm; to shield; guard. The act of defending against attack, danger or injury; protection. <sup>25</sup>	American Heritage Dictionary
<b>Crisis Management</b>  <i>Lead Agency FBI</i>	Crisis Management includes measures to identify, acquire, and plan the use of resources needed to anticipate, prevent, and/or resolve a threat or act of terrorism. The laws of the United States assign primary authority to the Federal Government to prevent and respond to acts of terrorism; State and local governments provide assistance as required. Crisis management is predominantly a law enforcement response. <sup>26</sup>	PDD 39  Exec Order 13228
<b>Response</b>	Actions taken to eliminate the current threat, and the possibility of future attacks by that specific actor, and reestablish deterrence. <sup>27</sup>	ANSER

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<sup>20</sup> CJCS Memorandum.

<sup>21</sup> PDD 39.

<sup>22</sup> Executive Order 13228, 8 October 2001.

<sup>23</sup> "The American Heritage Dictionary of the English Language," Houghton Mifflin, Boston, 1976, p. 1034.

<sup>24</sup> Joint Publication 1-02, 12 April 2001, p. 336.

<sup>25</sup> The American Heritage Dictionary, p. 345.

<sup>26</sup> PDD 39.

<sup>27</sup> Randall J. Larsen, p. 4.



<b>TERM</b>	<b>DEFINITION</b>	<b>SOURCE</b>
<b>Deterrence</b>	The prevention of action by fear of the consequences. Deterrence is a state of mind brought about by the existence of a credible threat of unacceptable counteraction. <sup>28</sup>	DOD Dictionary
<b>Pre-emptive attack</b>	An attack initiated on the basis of incontrovertible evidence that an enemy attack is imminent <sup>29</sup>	DOD Dictionary

#### HOMELAND SECURITY ROLES (TABLE 1 CONT)

For this analysis, I also used the eight critical targets identified in The Clinton Administration's Policy on Critical Infrastructure Protection: Presidential Decision Directive 63 (PDD 63). In McNair Paper 62, "The Revenge of the Melians: Asymmetric Threats and the Next QDR," Kenneth F. McKenzie, Jr. provides a very good description of the critical components of each target as well as "broad measures of effectiveness that seek to establish how well the system must function in order to remain effective."<sup>30</sup> Table 2 was adapted from McNair Paper 62, Table 7, and includes the PDD 63 assigned lead agencies as applicable.

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<sup>28</sup> Joint Publication 1-02, p. 125.

<sup>29</sup> Ibid, p. 333.

<sup>30</sup> McNair Paper 62, Chapter 3.

HOMELAND SECURITY CRITICAL TARGETS (TABLE 2)<sup>31</sup>

<b>TARGET/LEAD AGENCY</b>	<b>CRITICAL COMPONENT</b>	<b>MEASURE OF EFFECTIVENESS</b>
<b>Emergency services infrastructure</b> <i>FEMA, FBI, Health and Human Services</i>	Medical, police, fire, and rescue systems and personnel	Emergency systems and personnel are readily available Emergency system is not overtaxed by requirements
<b>Transportation Infrastructure</b> <i>Department of Transportation</i>	National airspace system, airlines, aircraft, airports, roads and highways, trucking and personal vehicles, ports, waterways, vessels, mass transit, pipelines (natural gas, petroleum and other hazardous materials), freight and long haul passenger rail, delivery services	Air traffic flows safely and on or near time; Mass transit operates efficiently without lengthy delays; Hazardous materials conveyed safely and efficiently; Roads operate safely and with minimum to moderate delays in central urban areas; Freight carrier systems operate safely and efficiently
<b>Information and communications infrastructure</b> <i>Department of Commerce</i>	Computing and telecommunications equipment, software, processes, people; Processing, storage, transmission of data and information; Processes and people that convert data into information and information into knowledge Data and information themselves	Information technology systems function with minimal disruptions Data is not lost or irreversibly damaged
<b>Government services infrastructure</b> <i>FEMA</i>	Capabilities at federal, state, and local level to coordinate essential needs of public	Federal, state, and local capabilities are able to effectively deal with emergency situations; Public faith in government remains high
<b>Oil and gas production and storage</b> <i>Department of Energy</i>	Production, holding facilities, refining and processing facilities, pipelines, ships, trucks and rail systems for the processing and distribution of natural gas, crude and refined petroleum, and petroleum derived fuels	Production storage and distribution systems operate efficiently and safely without intrusion into the public domain
<b>Electrical power infrastructure</b> <i>Department of Energy</i>	Generation stations; Transmission and distribution networks; Transportation and storage of fuel essential to this system	Electricity is available with minimal disruptions
<b>Water supply infrastructure</b> <i>Environmental Protection Agency</i>	Sources of water, reservoirs, holding facilities, aqueducts, other transportation systems including pipelines, cooling systems	Water availability remains assured Water for emergency services is available
<b>Banking and finance infrastructure</b> <i>Department of the Treasury</i>	Retail and commercial organizations, investment institutions, exchange boards, trading houses, reserve systems, including associated operational organizations, government operations, and support activities; Storage, investment, exchange, and disbursement functions	Monetary systems are protected and physical and electronic safety do not become and issue in the public domain

Thus, in this examination, I have used nine JSC roles, which closely match the ANSER

Homeland Security roles across one axis and the eight critical infrastructures identified by

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<sup>31</sup> McNair Paper 62, Table 7.

President Clinton in PDD 63 for the other matrix axis. Using established research lays a strong foundation upon which to build the analysis of National Guard participation in Homeland Security.

## CHAPTER 3: NARROWING THE SCOPE

### NATIONAL GUARD RESPONSIBILITIES

Matrix 1A below, “Homeland Security Roles and Targets” is designed to show the full spectrum of Homeland Security. I will use it to narrow the scope of the possible National Guard responsibilities among the critical homeland targets and Homeland Security roles based on the definitions and descriptions provided in Chapter 2. In designating these areas of primary concern I limit the scope of my analysis, refine the matrix, and use it to delve below the surface for practical application. The first question to be answered is “Does the National Guard have an applicable Homeland Security role?” Matrix 1A provides the answer.

A “NO” denotes no National Guard Homeland Security role. Following each “No” is the name of the agency responsible. An “X” designates a current National Guard mission, participation, or support. An “?” identifies potential roles for National Guard participation.

## HOMELAND SECURITY ROLES AND TARGETS (MATRIX 1A)

<b>ROLES</b> <b>TARGETS</b>	<b>Domestic Civil Support</b>	<b>Consequence Mgt</b>	<b>Prepare</b>	<b>Prevent</b>	<b>Defend Against</b>	<b>Crisis Mgt**</b>	<b>Response +</b>	<b>Deter +</b>	<b>Preempt +</b>
<b>Emergency Services (FEMA, FBI, HHS)</b>	X	X	X	X	?	NO FBI	NO FBI	NO DOJ	NO FBI
<b>Transportation (DOT)</b>	X	X	X	X	X	X	NO FBI	NO DOJ	NO FBI
<b>Information and Communication (DOC)</b>	X	X	?	?	?	?	NO FBI	NO DOJ	NO FBI
<b>Government Services (FEMA)</b>	X	X	?	?	?	NO FBI	NO FBI	NO DOJ	NO FBI
<b>Oil and Gas++ (DOE)</b>	X	X	NO DOE	NO DOE	NO DOE	NO FBI	NO FBI	NO DOJ	NO FBI
<b>Electric Power++ (DOE)</b>	X	X	NO DOE	NO DOE	NO DOE	NO FBI	NO FBI	NO DOJ	NO FBI
<b>Water Supply++ (EPA)</b>	X	X	NO EPA	NO EPA	NO EPA	NO FBI	NO FBI	NO DOJ	NO FBI
<b>Banking and Finance++ (Treasury)</b>	X	X	NO Treas	NO Treas	NO Treas	NO FBI	NO FBI	NO DOJ	NO FBI

PDDs 39 and 63 specify lead agencies for “clear accountability” of US Government responsibilities.<sup>32</sup> As lead agency for PDD 63’s special function “National defense,” the Department of Defense is likely to support all lead agencies in one way or another. The National Guard will be a part of most military support, but we must keep in mind the National Guard, because of its dual federal and state missions, is not limited to military responsibilities.

A quick survey of Matrix 1A shows three roles and four target sectors with minimal National Guard responsibilities. Three Homeland Security roles (annotated with +) --

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<sup>32</sup> PDD 63.

Deterrence, Preemption, and Response -- are the responsibility of the active duty military and the Department of Justice. Deterrence and preemption regard the capability to “deter through the threat of unacceptable counteraction” or “an attack based on incontrovertible evidence of an imminent enemy attack.”<sup>33</sup> The US military has the ability to deter and preempt some attacks on the US. The first defense of the homeland is a strong military and the deterrence it provides. The National Guard will continue to provide mobilization for wartime contingencies. This is the surge capability I have referred to previously but now we are speaking of its use on the federal level. A preemptive attack or military response outside the CONUS is the responsibility of the US military, but it is not a Homeland Security mission. Within the CONUS, the FBI is lead for such actions. The US Justice system is the deterrence for criminal actions within the US. If required, the National Guard could be used in an FBI led law enforcement action to preempt or respond to a terrorist attack. However, as mentioned in Chapter 2, law enforcement is specifically included in the JCS civil support definition. For this paper I will address law enforcement under domestic civil support. Therefore, I’ve eliminated deterrence, preemption, and response as potential National Guard Homeland Security responsibilities.

There are four target sectors (annotated with ++) outside the National Guard’s responsibility; oil and gas production and storage, electrical power infrastructure, water supply infrastructure, and banking and finance infrastructure. Most, but not all, of these entities are privately held. The basic responsibility for preparation, prevention, and defense of each is upon each company or public works agency. Because these targets also represent a critical national interest, each has a defined federal lead agency. Clearly, the National Guard has a role in domestic civil support and consequence management for all target sectors to include heightened

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<sup>33</sup> Joint Publication 1-02.

security support for a limited time but, the role of preparation, prevention, and defense regarding these four target sectors is the responsibility of the each lead agency. We have now narrowed the Matrix down to a workable size (4 x 6) for in-depth analysis, see Matrix 1B below.

#### HOMELAND SECURITY ROLES AND TARGETS (MATRIX 1B)

<b>ROLES TARGETS</b>	<b>Domestic Civil Support</b>	<b>Consequence Mgt</b>	<b>Prepare</b>	<b>Prevent</b>	<b>Defend Against</b>	<b>Crisis Mgt</b>	<i>Response</i> +	<i>Deter</i> +	<i>Preempt</i> +
<b>Emergency Services (FEMA, FBI, HHS)</b>	X	X	X	X	?	NO FBI	<i>NO</i> <i>FBI</i>	<i>NO</i> <i>DOJ</i>	<i>NO</i> <i>FBI</i>
<b>Transportation (DOT)</b>	X	X	X	X	X	X	<i>NO</i> <i>FBI</i>	<i>NO</i> <i>DOJ</i>	<i>NO</i> <i>FBI</i>
<b>Information and Communication (DOC)</b>	X	X	?	?	?	?	<i>NO</i> <i>FBI</i>	<i>NO</i> <i>DOJ</i>	<i>NO</i> <i>FBI</i>
<b>Government Services (FEMA)</b>	X	X	?	?	?	NO FBI	<i>NO</i> <i>FBI</i>	<i>NO</i> <i>DOJ</i>	<i>NO</i> <i>FBI</i>
<i>Oil and Gas++ (DOE)</i>	X	X	<i>NO</i> <i>DOE</i>	<i>NO</i> <i>DOE</i>	<i>NO</i> <i>DOE</i>	<i>NO</i> <i>FBI</i>	<i>NO</i> <i>FBI</i>	<i>NO</i> <i>DOJ</i>	<i>NO</i> <i>FBI</i>
<i>Electric Power++ (DOE)</i>	X	X	<i>NO</i> <i>DOE</i>	<i>NO</i> <i>DOE</i>	<i>NO</i> <i>DOE</i>	<i>NO</i> <i>FBI</i>	<i>NO</i> <i>FBI</i>	<i>NO</i> <i>DOJ</i>	<i>NO</i> <i>FBI</i>
<i>Water Supply++ (EPA)</i>	X	X	<i>NO</i> <i>EPA</i>	<i>NO</i> <i>EPA</i>	<i>NO</i> <i>EPA</i>	<i>NO</i> <i>FBI</i>	<i>NO</i> <i>FBI</i>	<i>NO</i> <i>DOJ</i>	<i>NO</i> <i>FBI</i>
<i>Banking and Finance++ (Treasury)</i>	X	X	<i>NO</i> <i>Treas</i>	<i>NO</i> <i>Treas</i>	<i>NO</i> <i>Treas</i>	<i>NO</i> <i>FBI</i>	<i>NO</i> <i>FBI</i>	<i>NO</i> <i>DOJ</i>	<i>NO</i> <i>FBI</i>

## CHAPTER 4: ALIGNING NATIONAL GUARD CAPABILITIES WITH HOMELAND SECURITY REQUIREMENTS

### USING THE NATIONAL GUARD’S STRENGTHS

*“The key to assuring we get the “Best –Value” for our money...is to build on existing agency legal authorities, missions, capabilities and competencies, to the maximum extent possible.”<sup>34</sup>*

Relying on the foundation I built in the previous three chapters, I can now match the National Guard and its unique skill set to the roles, targets, and specific shortfalls noted in previous research. In Chapter 3, I narrowed the scope of the National Guard in the defined Homeland Security roles and target sectors by answering the question “Does the National Guard have an applicable Homeland Security role?” Matrix 2, National Guard Homeland Security Roles, shows the remaining roles and targets. The question I now ask is, “Should the National Guard expand a current mission or take on a new mission to strengthen Homeland Security?”

In this chapter we will describe shortfalls in each role and focus on areas where the National Guard can expand a current mission (X\*) or take on a new one (\*) to improve Homeland Security in the target sectors.

#### NATIONAL GUARD HOMELAND SECURITY RESPONSIBILITIES (MATRIX 2)

ROLES TARGETS	Domestic Civil Support	Consequence Mgt	Prepare	Prevent	Defend Against	Crisis Mgt
Emergency Services (FEMA, FBI, HHS)	X*	X*	X*	X*	*	FBI
Transportation (DOT)	X	X	X	X	X	X
Information and Communication (DOC)	X*	X*	*	*	*	*
Government Services (FEMA)	X*	X	*	*	*	FBI

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<sup>34</sup> Admiral James M. Loy, and Captain Robert G. Ross, US Coast Guard, “Meeting the Homeland Security Challenge: A Principled Strategy for a Balanced and Practical Response,” September 2002, [www.homelandsecurity.org](http://www.homelandsecurity.org), p.9.

## DOMESTIC CIVIL SUPPORT

The National Guard currently participates in domestic civil support role across all target sectors. This is purposefully a broadly defined mission for domestic emergencies, “designated law enforcement and other activities.”<sup>35</sup> A number of sources cite the need for improvements in this category of Homeland Security. One source, the Executive Session on Domestic Preparedness (ESDP), John F. Kennedy School of Government, Harvard University, is a working group of domestic preparedness specialists, elected officials, federal agency representatives, and academics that convenes semi-annually.<sup>36</sup> They recommend enhancing prevention techniques by improved intergovernmental and interagency cooperation.<sup>37</sup> They cite three specific areas with potential National Guard involvement under domestic civil support:

1. Strengthen interagency and intergovernmental focus on terrorism
2. Dedicated terrorism prevention capabilities to gather and assess information
3. Information sharing between federal, state, and local authorities.<sup>38</sup>

The National Guard is uniquely poised to help in all three of these designated shortfalls.

### Strengthen Interagency and Intergovernmental Focus on Terrorism

A simple, but effective, first step to strengthen interagency and intergovernmental focus on terrorism is to unite the states with mutual support agreements. These agreements allow states and territories to “reinforce their own emergency responders with assets from other

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<sup>35</sup> CJCS Memorandum.

<sup>36</sup> Executive Session on Domestic Preparedness, JFK School of Business, Harvard University, 2 Nov. 2001, p.1.

<sup>37</sup> Ibid, p.3.

<sup>38</sup> Ibid.



jurisdictions.”<sup>39</sup> The largest mutual support agreement, the Emergency Management Assistance Compact (EMAC), has 31 members.<sup>40</sup> It should be refined and expanded to include all states, territories, and the District of Columbia. The National Guard is the common thread in this compact, with standardized training, equipment, procedures, and communication networks. Once everyone is onboard with EMAC the focus on terrorism can be more easily addressed.

#### Dedicated Terrorism Prevention Capabilities to Gather and Assess Information

The National Guard can expand its role in Domestic Civil Support in a law enforcement role similar to its current “War on Drugs.” Because surveillance and intelligence are National Guard competencies, expanding its capability within the domestic legal construct could supplement the limited FBI counter terrorism resources. Size and basing would depend on how the units can best support the FBI mission.

#### Information sharing between federal, state, and local authorities

*“To date, the hand-off of responsibilities and sharing of intelligence on known and suspected terrorists has not been properly delineated and may, in some areas, be dysfunctional. It is not envisioned that Defense would ever take the lead in combating terrorism in the United States. The Department of Defense must be prepared, however, to advise and assist law enforcement agencies in actions taken by the nation against terrorism. A key element in that assistance must be the sharing of information on both national and international terrorist organizations and their activities.”<sup>41</sup>*

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<sup>39</sup> Bruce M. Lawlor, p. 6.

<sup>40</sup> Ibid.

<sup>41</sup> “Transforming Defense, National Security in the 21<sup>st</sup> Century,” Report of the National Defense Panel, December 1997.

The National Guard with its close ties to the communities and state law enforcement, ongoing experience with DEA, and direct chain of command to the active military, is uniquely positioned to facilitate this revolution of information sharing. As mentioned previously, intelligence is a National Guard competency. Guard professionals understand controlling access to and securing information, sources, and analysis. They are trained to safeguard and share information with appropriate entities. There are domestic legal constraints and civil liberty concerns that must be formally addressed to make this effort successful.

All three of these areas under domestic civil support expand the National Guard Homeland Security role in supporting the emergency services target sector. Additionally, the information sharing aspect enhances support to both the Information and Communication, and the Government Services sectors.

## CONSEQUENCE MANAGEMENT

*FEMA has preferred a reactive...rather than a proactive (i.e., do planning or even prepositioning in advance) approach to consequence management. ...Recent events including the TOPOFF exercise, have underscored the deficiencies of this approach.*<sup>42</sup>

*Despite our best efforts to prevent the delivery and activation of a munition, some will get through. So, it is necessary to be able to minimize the adverse consequences of the attack.*<sup>43</sup>

A robust, proactive, consequence management program appears to be lacking in America's civil defense today. FEMA is the lead agency for Consequence Management and relies heavily

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<sup>42</sup>Joseph J. Collins and Michael Horowitz, *Homeland Defense A Strategic Approach*, CSIS, Washington, DC, Dec. 2000, p. 26.

<sup>43</sup> John R. Brinkerhoff, "Defending America," *Journal of Homeland Security*, Aug 2001, p.7.

on the National Guard as the nation's primary consequence management provider in a crisis.

This is not in any way to detract from the role of the first responders. However, study after study agree the first responders will be overwhelmed by any mass casualty incident. Experience (267 requests in fiscal year 1999) tells us the National Guard will be tapped to assist in a crisis.<sup>44</sup> The Executive Session on Domestic Preparedness (ESDP) makes several proactive consequence management recommendations that could involve the National Guard including:

1. Increase medical surge capacity for a mass casualty emergency<sup>45</sup>
2. Communication infrastructure needs improved capacity and interoperability.<sup>46</sup>  
This was also noted in a 2001 CSIS Study of Asymmetric Warfare and Terrorism.<sup>47</sup>

The National Guard's Consequence Management role can be expanded in two ways to benefit the nation: medical surge capacity and communication support as outlined below.

### Medical Surge Capacity

*In the years ahead, domestic preparedness must graduate to a program that puts as much emphasis on public health and hospital preparedness as on disaster scene rescue capabilities. ... Readiness for large-scale chemical and biological events is necessary regardless of whether terrorists ever brew nerve agents again or master the microbe. Industrial chemical are pervasive in modern society and pathogens can jump from continents overnight and resurface in more virulent or drug-resistant forms.*<sup>48</sup>

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<sup>44</sup> Army National Guard Fact Sheet.

<sup>45</sup> Executive Session on Domestic Preparedness, pp. 4-5.

<sup>46</sup> Executive Session on Domestic Preparedness, p.5.

<sup>47</sup> Anthony H. Cordesman, Defending America: Refining the Conceptual Borders of Homeland Defense. Terrorism, Asymmetric Warfare and Nuclear Weapons (Final Draft), CSIS, Washington, DC, 14 Feb 2001, p. 15.

<sup>48</sup> Amy E. Smithson and Leslie-Anne Levy, "Ataxia: The Chemical and Biological Terrorist Threat and US Response," Executive Summary of Henry L. Stimson Report No 35 (October 2000), p.xii.

The first area for expanded National Guard consequence management support is Medical Surge Capacity. The health care industry in the US is unprepared for a mass casualty emergency. In an alarming trend, hospitals have been downsized in facilities and staff to cut costs. As recently as December 2000, the Arizona College of Emergency Physicians (AzCEP) went on record “as stating that the emergency physician community has lost confidence in the emergency healthcare infrastructure in Arizona and that current resources supporting emergency care are inadequate to meet the needs of all patients at all times.”<sup>49</sup> Numerous studies site the miniscule surge capacity in today’s hospitals. In “Ambulances to Nowhere: America’s Critical Shortfall in Medical Preparedness for Catastrophic Terrorism,” Joseph A. Barbera, MD, Anthony G. Macintyre, MD, and Craig A. DeAtley, PA-C, explain the serious plight of America’s hospitals.<sup>50</sup> As the article title insinuates, the hospitals have been forgotten in the Homeland Security equation. Dr. Barbera et al, note huge increases in funding to local emergency responders (\$43.8 million in 1999) “but no comparable appropriations for hospital preparedness.”<sup>51</sup> Hospitals are the only privately owned portion of the emergency response system. They are unable to afford excess capacity in the current healthcare environment.

The National Guard already contributes to emergency healthcare surge capacity, through field hospitals, stocks of supplies and a pool of trained medical professionals. Unfortunately, these professional are often already working in hospitals so using local National Guard professionals to surge health care capacity may in fact deplete the very resource that needs help.

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<sup>49</sup> Ibid, pp.4-5.

<sup>50</sup> Joseph A. Barbera, MD, Anthony G. Macintyre, MD, and Craig A. DeAtley PA-C, “Ambulances to Nowhere: America’s Critical Shortfall in Medical Preparedness for Catastrophic Terrorism”, Discussion Paper 2001-15 Belfer Center for Science and International Affairs, March 2002.

<sup>51</sup> Ibid, p.5.

However, because the National Guard is in every state, three territories, and the District of Columbia, they can work around this problem. Through state-to-state agreements, such as EMAC, medical professionals could be recalled from one region and deployed to another in the event of a mass casualty emergency. It is important to note the cost of preparedness must be weighed against the risk of attack. This proposal assumes portions of the US will remain secure and able to provide National Guard medical providers. In this way it is a cost effective measure. It accepts the risk of an all-out CBRN attack on multiple regions of the US overwhelming the system.

The National Guard should increase medical units regionally in coordination with a Health and Human Services (HHS) and FEMA assessment of future requirements and future hospital surge capacity. In the long-term a state and federally funded program should be conceived to encourage medical professionals to participate in the National Guard to increase surge capacity. Three unexplored but potential options to increase such participation are school loan paybacks, subsidized malpractice insurance, and mandatory government service in exchange for state university education.

### Communications Support

In another consequence management role, the National Guard should be responsible for a seamless communications network between the myriad state, local, and federal entities responding to an emergency. Any large-scale emergency will likely overwhelm our current communication systems. In fact a minor emergency has been know to overwhelm local communication networks. A few years ago, a young man, determined to jump from a bridge into the Potomac River, tied up traffic for hours in the Washington, DC, metropolitan area. In the

ensuing near chaotic atmosphere, telecommunications and cellular networks could not keep up with demand.<sup>52</sup> Other reports have mentioned interoperability problems between emergency responders.<sup>53</sup> Finally, the current system of emergency communications fails to adequately link hospitals and public health authorities with first responders at all levels. CSIS found:

...a clear linkage needs to be established between local detection and characterization and communication of the results to state, regional, and federal authorities. Methods need to be developed to use the results to immediately alert caregivers and local, state, and federal authorities to assemble the necessary containment and treatment resources.<sup>54</sup>

The National Guard should be assigned lead duties (under FEMA) in facilitating coordinated communication networks between the local, state and federal consequence management entities. This is a huge undertaking. Command, control, communications, computers, and information technology are not only competencies but strengths of the National Guard. Additionally, the National Guard already has communications networked to 3,400 American communities. Once again the organizational structure of the National Guard, its institutional breadth of experience and the National Guard member's unique skill set make it a perfect match for this role.

The National Guard should expand its Consequence Management role in both medical surge capacity and communication support. Both areas support the Emergency Services Homeland Security target sector, while the communication support also involves both the Information and Communication and the Government Services target sectors.

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<sup>52</sup> find wash post cite from 1999

<sup>53</sup> Executive Session on Domestic Preparedness, p.5.

<sup>54</sup> Anthony H. Cordesman, p. 15.

## PREPARE

The Preparation role often overlaps with the Consequence Management role. In fact preparation is the proactive form of consequence management. As noted earlier, proactive consequence management is missing in the US today. To help remedy this, the National Guard should expand its role in emergency services. The Executive Session on Domestic Preparedness (ESDP) makes two recommendations regarding chemical, biological, radiological, and nuclear (CBRN) incident response and training:

1. All hazards disaster management using existing disaster preparedness systems

Training and construction of systems that have the ability to respond to more routine emergencies, but that can “flex” to address larger or unconventional emergencies are the best investment of a jurisdiction’s resources. By utilizing this approach, response agencies will use plans and skills regularly, thus ensuring that agencies are well versed in response protocol, and experienced in working together.<sup>55</sup>

2. Coordinated and sustained training and technical assistance (all-hazards, chemical, biological, radiological, nuclear).<sup>56</sup> A CSIS study recommends “a single focal point for manuals and training programs for civilian CBRN terrorism responders” and “multilevel institutional training at full capacity (Centers for Disaster Preparedness) CDPs or other fixed training institutions.”<sup>57</sup>

This is to say the first responders who respond to hazardous material spills on a routine basis should also respond to chemical, biological, radiological, and nuclear incidents. Routine hazard response is not a National Guard mission nor should it become one. However, it raises

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<sup>55</sup> Executive Session on Domestic Preparedness. p. 4.

<sup>56</sup> Ibid, p. 5.

<sup>57</sup> Joseph J. Collins and Michael Horowitz, p. 46.

the issue of the second capability, who is responsible for training the routine responders for CBRN?

### Chemical, Biological, Radiological, Nuclear Response Training

According to a December 2000, CSIS study regarding the chemical, biological, radiological and nuclear (CBRN) threat; “In the past five years, we have trained only about 3% of the total number of emergency responders.”<sup>58</sup> We are severely unprepared for a CBRN attack. The concept of minimizing the impact or consequence of a CBRN attack is echoed in numerous other studies including the 2001 CSIS Report on Asymmetric Warfare and Terrorism.<sup>59</sup>

This is a key opportunity to use the National Guard strengths in meeting the nation’s needs. The ESDP recommends “all-hazards disaster management” and the need for a sustained training program to keep personnel prepared despite job turnover. It recommends exploring cost-sharing incentives between local, state, and federal governments.<sup>60</sup> As previously mentioned a CSIS study recommends “a single focal point for manuals and training programs for civilian CBRN terrorism responders” and “multilevel institutional training at full capacity [Centers for Disaster Preparedness] CDPs or other fixed training institutions.”<sup>61</sup> Currently, training is conducted by various agencies across the country including the Department of Justice (DOJ) at a facility in Alabama. The DOJ program is excellent but is misaligned under DOJ as they (through their

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<sup>58</sup> Collins, p.45.

<sup>59</sup> Anthony H. Cordesman, p.15.

<sup>60</sup> Executive Session on Domestic Preparedness, p.6.

<sup>61</sup> Joseph J. Collins and Michael Horowitz, p. 46.



subordinate the FBI) are lead agency for Crisis Management not Consequence Management. Under FEMA, as lead agency, the National Guard is the perfect solution to share costs and become the single focal point for CBRN training (it is already a state and federal organization). The National Guard should assume CBRN training responsibility for first responders. It has expertise in CBRN, extensive experience in training, and the organizational structure to provide standardized training to America's first responders.

Initially, the National Guard will need to surge to train the remaining 97 percent of first responders. This will be a "bridging" role until the majority are trained and sustainment-training capacity is reached in a few years. At that time the "surge" manpower will return to other guard duties leaving the National Guard training units at long term sustainment levels. Currently the National Guard has 27 Civil Support Teams (CST) trained in CBRN response. The CSTs should be the foundation of this training program. The number of CSTs should be increased to provide expertise for every region. In order to do this, training facilities may need to be expanded and additional equipment (for the facilities) purchased. These long-term investments in Homeland Security should be born by the federal government. The National Guard should provide standardization, inspection, and certification of state and local first response units per FEMA guidelines.

Assigning CBRN training responsibility to the National Guard would include civil preparation to minimize the impact of an attack and initiate a proactive consequence management program. In this role the National Guard can improve the capabilities of the Emergency Services sector and meet a significant Homeland Security shortfall.

In Matrix 2 under the role of "Prepare," both "Information and Communication" and "Government Services" target sectors contain a new mission for the National Guard. Returning

to ANSER's concept that these roles are integrated, we will address these new missions in the next section.

## PREVENTION, DEFEND AGAINST AND CRISIS MANAGEMENT

The overlap in Prevention, Defend Against, and Crisis Management is extensive, making a separate discussion of the National Guard participation in each role redundant. In 1997 the National Defense Panel was specifically concerned about information infrastructure as a terrorist target. They noted:

“Our response to information warfare threats to the United States may present the greatest challenge in preparing for the security environment of 2010-2020.”<sup>62</sup>

“The Department of Defense must take the initiative in developing the techniques and procedures required for information security.”<sup>63</sup>

The President's Commission on Critical Infrastructure Protection (PCCIP) made similar recommendations to:

“Strengthen the protection of targets within the infrastructure and deny access to those who wish to disrupt its use; and [s]hare information on threats, conduct analysis of vulnerabilities, and issue warnings of potential attack.”<sup>64</sup>

Protection of information and information systems is a national and global security concern. Although the Information and Communication target sector is assigned to the Department of Commerce as lead federal agency, information security is critical in every sector.

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<sup>62</sup> “Transforming Defense,” p.27.

<sup>63</sup> Ibid.

<sup>64</sup> Ibid.

As the National Defense Panel says, “The Department of Defense’s reliance on the global commercial telecommunications infrastructure further complicates the equation.”<sup>65</sup>

The National Guard is uniquely positioned to substantially support this mission due to the dual nature of its members. That is, National Guard members are employed in every aspect of America’s commercial base, and each is directly tied to state and federal government.

One potential supply of expertise is National Guard members who are employed in information technology (IT) career fields. Some units have several “dotcom” millionaires. These and other fully employed part-time guard patriots are still serving their country, often for less than \$5,000 a year in National Guard benefits.

#### Cyber Oversight Panel

The National Guard should create a “Cyber Oversight Panel,” consisting of part-time members in the IT industry. They would meet monthly and work on critical cyber issues. Any use of their expertise would need to be carefully monitored for infringement of proprietary rights and with the counsel of their companies. This is not an insurmountable obstacle but will require determined effort, which I believe 9-11 has provided. In fact, this proposal is in line with PDD 63, in bridging the gap between public and private information infrastructure security. CSIS points out, “PDD 63 directs the federal government to create partnerships that integrate local and state concerns into a national framework.”<sup>66</sup>

This panel could each manage teams of guardsmen across the country working different issues or as a team tackle complex information security problems affecting local, state and

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<sup>65</sup> Ibid.

<sup>66</sup> Collins, p.33.

federal efforts. One reason this has not been done in the past is the continual effort to reduce National Guard non-combat support positions.<sup>67</sup> Now is the time to fund these positions and allow our cyber professionals to share their capabilities nationally.

### Cyber Red Teams

Another avenue for National Guard support of information security would be to establish cyber “Red Teams” of National Guard IT professionals to assist the Department of Commerce with Information and Communication Infrastructure across all target sectors. Similar to the Civil Support Teams (CST), the cyber “Red Teams” could inspect, evaluate, and attempt to fool information and communication security systems, thus providing enhanced security across the nation. One aspect of the National Guard cyber “Red Team” specialization should be developing and monitoring system security and helping to track the source of cyber penetrations. In so doing, they would be filling all three roles in Homeland Security -- Prevent, Defend Against, and Crisis Management -- by discouraging terrorist attacks, strengthening protection, and assisting the FBI in investigation.

Information infrastructure crosses all target sector boundaries. The National Guard can enhance the Emergency Services, Transportation, Information and Communication, and Government Services Sectors’ cyber security, protection, and incident investigation.

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<sup>67</sup> Author knowledge as Chief, ANG Personnel Systems and Analysis, 2000-2001.

## CHAPTER 5: CONCLUSION

The National Guard is in a unique position to fulfill a number of Homeland Defense roles. Their surge capacity, community involvement, broad range of skills and organizational structure can all be used to enhance the security of the United States homeland and meet current shortfalls.

Since September 11, 2001, Homeland Security is clearly a national priority. There is considerable debate over the roles and missions of each agency and how best to provide Homeland Security. This paper found that the strengths and uniqueness of the National Guard position it to provide exceptional support to the nation's Homeland Security effort. Specifically, the National Guard is should be given expanded missions in Domestic Civil Support, Consequence Management, and Preparedness and new missions under the Prevention, Defend Against, and Crisis Management roles.

Both Domestic Civil Support and Consequence Management neatly match the broad range of National Guard skills and its unique surge capability. The National Guard is broadly used in the Domestic Civil Support role. This should continue and be expanded to include support to domestic law enforcement anti-terrorism efforts similar to the National Guard assistance to the Drug Enforcement Agency in its "War on Drugs."

Under Domestic Civil Support many states have formed interstate agreements of mutual support to "reinforce their own emergency responders with assets from other jurisdictions."<sup>68</sup> The largest agreement, the Emergency Management Assistance Compact (EMAC), should be refined and expanded to include all states, territories, and the District of Columbia.<sup>69</sup> This is a

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<sup>68</sup> Bruce M. Lawlor, p. 6.

<sup>69</sup> Ibid.

first step to focus forces on terrorism. It would also facilitate another expanded National Guard mission of information sharing.

National Guard Consequence Management mission should be expanded in medical surge capacity and communications infrastructure. The National Guard's surge capability must be used proactively to prepare for mass casualty disasters by providing a large number of additional medical personnel for emergencies.

Another proactive step is to ensure a comprehensive and redundant communication systems exist to provide rapid links between Homeland Security actors, including health care professionals, because they will likely be the first to identify a biological incident. The National Guard already operates in and communicates directly to 3,400 US communities and has extensive communication expertise. Its organizational structure, institutional processes, and experience with critical communications and coordinating large numbers of users effectively make them a smart fit for this mission.

A key link in consequence management is proactive preparation. The National Guard is perfectly suited to assume the lead in training first responders in chemical, biological, radiological and nuclear (CBRN) operations and decontamination. It would provide standardized training and become a "National Inspection and Certification" arm of FEMA for CBRN.

Cyber space and the interconnected roles of Prevention, Defend Against, and Crisis Management offer a challenging new mission. The uniqueness of the National Guard part-time employee allows information professionals to understand both sides of the issues and act as catalysts for solutions. The National Guard should use its extensive cyber technology expertise to assist the Department of Commerce in securing America's information and communications

infrastructure. The National Guard should create a “Cyber Oversight Panel” to help bridge the gap between public and private information infrastructure security. Additionally, they should establish cyber “Red Teams” to inspect and evaluate cyber security throughout critical US infrastructures.

The National Guard needs to be intimately involved in the development of the Homeland Security mission. This can and should be done on many levels, from coordination, liaison, and information sharing with federal agencies, to providing standardized CBRN training, to developing communication networks, to anti-terrorism activities with the FBI, to information infrastructure security. The Homeland Security “common thread” needs to be the National Guard.